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ABSTRACT

The following basic conclusions were reached after studying the libraries of Virginia by questionnaires, interviews and visits: the current formula for distributing state and federal aid is not completely satisfactory, and the level of funding is so low that its impact is almost insignificant; a coordinated library network in which regional library groups are encouraged to develop and certain services are provided on a statewide basis appears to be more feasible and acceptable than a library system that introduces an administrative level between local libraries and the State Library; such a network will operate effectively only if the State Library assumes a strong leadership role; the interlibrary loan program needs expansion and would be improved by more sophisticated bibliographical tools and better communication; and, a library school located in Virginia would enhance the development of library service within the state. Recommendations are made based on these conclusions for the improvement of libraries in the state of Virginia. (Author/SJ)

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A PUBLIC LIBRARY PROGRAM FOR THE COMMONWEALTH OF VIRGINIA

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ARTHUR D. LITTLE, INC.
MANAGEMENT SCIENCES LIBRARY

A Report to

THE VIRGINIA STATE LIBRARY BOARD

October 1968
C-70169

LI 004 479

Arthur D. Little, Inc.

Members of our case team were cordially received by both public librarians and the State Librarian and his staff. To those who were interviewed, as well as to those who answered our questionnaire, we express our thanks for their cooperation and the information with which they provided us.

William Griswold
John Bullard
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SUMMARY

PURPOSE AND SCOPE

Arthur D. Little, Inc. was directed in its contract with the Virginia State Library Board "to prepare a plan for coordinating the present public library systems and for the development of a broad program of library service. Cooperative endeavors between various libraries should be investigated as well as the feasibility of using 'advanced communications devices' and the use of automated equipment. The potential of regional service plans should be explored and appropriate recommendations offered. Plans for achieving the goal of providing library service to the unserved will have to be developed and means for financing this delineated."

The first part of our study involved a look at the operations and services of the Virginia State Library. Some of the recommendations made as a result of that study are repeated in this report, especially as they affect overall public library service in Virginia. We have also developed a program of library service incorporating what we believe are some new concepts on funding and organization, and the main portion of this report is devoted to that program.

Our techniques included a questionnaire, interviews and visits at selected libraries in Virginia, a meeting with the Development Committee of the Virginia Library Association, and meetings with the State Librarian and many of the members of his staff. The questionnaire and interviews were supplemented by a variety of printed sources, and we drew also upon our own practical experience with other library systems.

CONCLUSIONS

Our basic conclusions are as follows:

- The current formula for the distribution of state and federal aid does not appear to be completely satisfactory to any type of library and the level of funding is so low that its impact is almost insignificant.

- A coordinated library network in which regional library groups are encouraged to develop and certain services are provided on a statewide basis appears to be more feasible and also more acceptable to librarians than a library system that introduces an administrative level between local libraries and the State Library.

- Such a network will operate effectively only if the Virginia State Library assumes a strong leadership role. A close working relationship with the

Virginia Library Association would greatly strengthen the State Library. Its effectiveness also depends in part on the maintenance of a balance between urban and rural representation on the State Library Board.

- The state's program of interlibrary loan needs expansion and would be much improved by the addition of more sophisticated bibliographical tools and better communications.

- The demonstration library has been to a degree successful in bringing library service to unserved areas. Now it has served its purpose and some other activity should be developed.

- The program of the Extension Division has been limited by the demands of the demonstrations but now a more varied, aggressive program must be established.

- There is widespread opinion that a library school located in Virginia would enhance the development of library service within the state.

RECOMMENDATIONS

On the basis of the above conclusions, we offer the following recommendations:

- A vastly increased and differently structured program of state aid to libraries should be adopted. The total amount of funds required if the program is fully implemented will be $5.5 million.

- The funds should be apportioned as follows:

  - Matching state funds to all libraries equal to 20% of local funding.

  - $30 per square mile for each county or regional library.

  - $20,000 for each political subdivision (see further recommendations) in a regional library.

  - An amount equal to 10% of the state allocation for public libraries, but not less than $500,000, for the State Library to implement special programs.

- Regional library groups are desirable and may include up to 10 political subdivisions, of which no more than five may be counties.

- Four coordinated library districts should be established.

- The State Library in effect acts as a library system, and no other systems should be formed.

- An advisory committee to the State Librarian and the State Library Board should be set up; the President of the Virginia Library Association and the Chairman of the Development Committee should be unofficial members.

- The collection at the State Library should be strengthened and the acquisitions policy of the General Library broadened.

- The State Library should share its last-resource function with other libraries in the state, particularly those of colleges and universities. No other libraries should be asked to serve as resource centers except insofar as they hold in-depth subject collections.

- Effort and funds should be expended to dramatically enlarge the reference and interlibrary loan network. The TWX system just installed should be used for this, and bibliographical tools should be developed as decribed below.

- High priority should be given to the building of bibliographical tools including union catalogs – on the computer and in book form – and union lists of serials, both within regions and on a statewide level.

- Twenty to thirty subject centers should be designated within the state.

- The Extension Division of the State Library should be substantially strengthened:

  - To include at least four general public library consultants

  - To include consultants with specialties

  - To administer a portion of funds provided to State Library under the proposed state aid law to operate library district offices.

- The Extension Division should cease to conduct demonstration projects.

- Centralized processing in some form should be offered by the State Library to libraries in the Commonwealth.

- All ordering, cataloging, and processing done at the State Library should be centralized in the General Library.

- A library school should be located in Virginia, and the possibility should be investigated of instituting library technician courses at community colleges.

I. DATA USED IN THIS STUDY

A questionnaire was sent to all the public libraries listed in the *Statistics of Virginia Public Libraries,* 1966-67. A total of 81 questionnaires were returned from the following types of libraries:

Regional	19
County	27
City	29
Town	6

The questionnaire is reprinted in the Appendix. It is to be noted that the questionnaire did not ask for statistical information which was available to us in the information and publications supplied by the Virginia State Library.

In addition to circulating the questionnaire, we visited libraries representing a variety of different organizational patterns and geographical regions. The following libraries were visited:

Richmond Public Library
Virginia Beach Public Library
Martinsville Memorial Public Library
Lonesome Pine Regional Library
Walter Cecil Rawls Library and Museum
McIntire Public Library
Roanoke County Public Library
Roanoke Public Library
Orange County Public Library
Pearisburg Public Library
Arlington County Public Library
Fairfax County Public Library
Falls Church Public Library

At the Richmond Public Library we met with a group that included librarians from Henrico County Free Library and Chesterfield County Library; and our meeting at the Virginia Beach Public Library included librarians from the Norfolk Public Library, Chesapeake Public Library, and Portsmouth Public Library. We visited Nelson County, which is without library service, and held a telephone interview with one of the individuals who are actively working for public library service there. We made unofficial visits to the Gordon Street Branch in Charlottesville, Salem Public Library, and Norfolk Public Library.

A member of the case team met with the Development Committee of the Virginia Library Association. This group, composed of both librarians and other individuals

interested in library service, provided a great deal of background information about public libraries in Virginia and provided a tentative list of the libraries which should be visited. The final list was prepared by the State Librarian and members of his staff and was based on the recommendations of the Development Committee.

Before we could prepare effective funding and service programs it was necessary to have a clear picture of the distribution of population in Virginia and reasonable projections of the extent and location of future growth. The figures and projections included in the following tables were obtained from publications of the Division of Planning, Governor's Office, Commonwealth of Virginia.

PRESENT AND PROJECTED POPULATION OF VIRGINIA

	1967	1970	1980
State	4,602,091		6,032,700
Metropolitan Areas			
Bristol Area, Virginia Portion	(57,674)	(62,270)	(72,500)
Bristol City	16,957	17,468	17,900
Washington Co.	40,717	44,802	54,600
Charlottesville Area	(74,766)	(85,372)	(107,700)
Charlottesville City	37,533	43,540	51,700
Albemarle Co.	37,233	41,832	56,000
Danville Area	(113,694)	(124,809)	(141,600)
Danville City	49,681	53,798	60,500
Pittsylvania Co.	64,013	71,011	81,100
Lynchburg Area	(123,304)	(132,398)	(158,300)
Lynchburg City	56,298	59,251	65,400
Amherst Co.	25,953	27,825	34,000
Campbell Co.	41,053	45,322	58,900
Newport News – Hampton	(307,776)	(339,971)	(411,800)
Hampton City	117,916	134,536	156,100
Newport News City	133,697	145,275	168,800
Williamsburg City	10,700	9,112	9,800
James City Co.	14,925	15,884	20,300
York Co.	30,538	35,164	56,700

	1967	1970	1980
Metropolitan Areas (Continued)			
Norfolk-Portsmouth Area	(714,620)	(792,680)	(895,000)
Chesapeake City	92,922	109,692	132,200
Norfolk City	309,788	336,514	351,900
Portsmouth City	117,891	120,015	125,100
Suffolk City	12,175	12,332	13,400
Virginia Beach City	145,843	175,237	226,400
Nansemond Co.	36,001	38,890	46,100
Petersburg-Hopewell	(125,875)	(144,796)	(174,100)
Colonial Heights City	14,137	15,360	20,200
Hopewell City	20,993	24,326	29,200
Petersburg City	37,299	38,641	40,600
Dinwiddie Co.	25,857	29,691	33,900
Prince George Co.	27,589	36,778	50,100
Richmond Area	(531,960)	(576,104)	(693,600)
Richmond City	216,456	215,071	230,300
Chesterfield Co.	105,097	131,984	170,000
Goochland Co.	10,375	11,055	20,100
Hanover Co.	35,125	39,401	58,300
Henrico Co.	157,074	170,827	200,500
Powhatan Co.	7,833	7,766	14,600
Roanoke Area	(195,583)	(218,180)	(262,500)
Roanoke City	97,551	104,008	107,600
Botetourt Co.	18,052	18,842	20,600
Roanoke Co.	79,980	95,330	134,200
Washington Area - Virginia Portion	(846,467)	(959,250)	(1,342,300)
Alexandria City	113,406	147,000	181,800
Fairfax City	22,253	24,500	36,000
Falls Church City	11,208	12,000	13,000
Arlington Co.	183,980	197,350	215,600
Fairfax Co.	389,396	424,900	615,000
Loudoun Co.	34,444	43,000	80,200
Prince William Co.	91,780	110,500	200,700

Nonmetropolitan Combined Areas	1967		1980
Buena Vista - Lexington Area	(31,954)		(36,500)
Buena Vista City	6,869		8,300
Lexington City	8,454		11,100
Rockbridge Co.	16,631		17,100

	1967	1980
Nonmetropolitan Combined Areas (Continued)		
Clifton Forge - Covington Area*	(29,314)	(31,600)
Clifton Forge City	6,052	6,700
Covington City	10,055	10,000
Alleghany Co.	13,207	14,700
Eastern Shore of Virginia Area	(45,981)	(46,000)
Accomack Co.	28,969	28,500
Northampton Co.	17,012	17,500
Franklin Area*	(28,577)	(32,500)
Franklin City	7,971	9,300
Southampton Co.	20,606	23,200
Fredericksburg Area	(53,601)	(73,900)
Fredericksburg City	15,070	18,300
Spotsylvania Co.	16,652	23,000
Stafford Co.	21,879	32,600
Galax Area	(48,227)	(56,800)
Galax City	6,691	7,400
Carroll Co.	24,587	30,600
Grayson Co.	16,949	18,700
Emporia Area*	(17,211)	(19,600)
Emporia City	5,376	5,700
Greensville Co.	11,835	13,900
Harrisonburg Area	(60,455)	(76,600)
Harrisonburg City	14,343	17,000
Rockingham Co.	46,112	59,600
Martinsville Area*	(73,044)	(104,600)
Martinsville City	21,417	26,300
Henry Co.	51,627	78,300
Norton Area	(44,836)	(39,300)
Norton City	5,137	5,500
Wise Co.	39,699	33,900
Radford - New River Area	(78,086)	(114,700)
Radford City	11,351	13,500
Montgomery Co.	37,930	64,300
Pulaski Co.	28,805	36,800

	1967	1980
Nonmetropolitan Combined Areas (Continued)		
South Boston Area*	(42,591)	(49,700)
South Boston City	7,556	8,600
Halifax Co.	35,035	41,100
Staunton - Waynesboro	(85,552)	(109,000)
Staunton City	24,735	28,100
Waynesboro City	17,777	22,400
Augusta Co.	43,040	58,400
Winchester Area	(42,265)	(54,200)
Winchester City	15,321	16,000
Frederick Co.	26,944	38,200
Counties Not Included in Metropolitan Areas or Combined Areas		
Amelia*	7,979	9,000
Appomattox*	10,225	12,400
Bath	5,349	5,500
Bedford	33,469	37,800
Bland	5,958	6,100
Brunswick*	17,124	16,500
Buchanan	38,175	43,400
Buckingham*	10,884	11,500
Caroline	13,940	17,000
Charles City*	6,311	7,700
Charlotte*	13,872	14,800
Clarke	8,232	9,100
Craig	3,429	3,700
Culpepper*	16,748	21,100
Cumberland*	6,658	7,400
Dickenson	18,636	16,400
Essex	7,481	9,200
Fauquier	26,727	34,400
Floyd	10,335	10,600
Fluvanna*	7,628	8,500
Franklin	28,829	35,000
Giles	17,291	19,900
Gloucester	13,369	17,700
Greene*	5,357	7,000
Highland	2,853	2,500
Isle of Wight*	19,096	23,200

	1967	1980
Counties Not Included in Metropolitan Areas or Combined Areas (Continued)		
King and Queen*	5,238	4,600
King George	8,117	10,400
King William*	8,000	9,100
Lancaster	9,580	10,500
Lee	23,670	20,800
Louisa*	13,761	15,300
Lunenburg*	12,935	13,800
Madison*	8,763	10,200
Mathews*	6,761	6,300
Mecklenburg*	34,528	41,900
Middlesex*	6,286	6,300
Nelson*	12,425	13,000
New Kent*	5,135	6,300
Northumberland	10,222	11,000
Nottoway*	14,906	14,900
Orange	13,453	15,300
Page	16,855	20,100
Patrick*	16,180	18,000
Prince Edward*	13,907	14,500
Rappahannock*	5,398	5,500
Richmond	6,896	8,000
Russell	27,563	30,600
Scott	25,083	27,800
Shenandoah	23,413	27,900
Smyth*	32,000	36,400
Surry	5,974	6,300
Sussex*	12,348	12,400
Tazewell	43,125	46,000
Warren	15,717	19,100
Westmoreland	12,091	15,000
Wythe*	22,393	23,900

*Provisional estimates; economic base studies not yet complete.

NOTE: Due to rounding, figures do not always add exactly to the totals given.

Source: Division of Planning, Governor's Office, Commonwealth of Virginia.

II. A PLAN FOR STATE AID TO LIBRARIES

State aid to public libraries is becoming a necessity in most states to even out disparities in the quality of service available in different areas, to bring all libraries into a service network, and to provide service to previously unserved areas. The library profession and many state governments realize that although local support is absolutely necessary to good library service, it must be supplemented with state and federal funding to provide the most effective funding mix. Larger units of service are generally recognized as being desirable, providing improved library service. The present state aid formula is not conducive to the development of larger units of service and in some ways actually acts as a deterrent. Above all, the level of state aid is far too low at present; to produce desired results it must be raised sharply.

OBJECTIVES AND BASIC PROVISIONS OF A FUNDING PLAN

The funding plan should be directed toward several objectives:

- It should act both as a *supplement* to local funds and as an incentive to bring local support up to recommended minimum levels. In those situations, few in number, where minimum support levels have been attained, the funds should allow for building depth into collections and providing superior library service.

- The specter of city libraries remaining aloof from larger units of service is familiar in Virginia as in many other states, although it is becoming clear to us that this policy acts to their detriment in the long run. Their reluctance to serve the suburbs is not based on a lack of desire to do so but rather on the failure of surrounding areas to make funds available to cover the extension of service. An effective service network depends in large measure on the availability of the collections in municipal libraries and the willingness of the cities to participate in the network. Allowing libraries to spring up around the core city tends to hamper the development of larger service units and in the long run is self-defeating. Cities therefore must receive sufficient funding to allow them to participate effectively in the program.

- Approximately 20% of the people living in Virginia are without public library service. Demonstration projects have met with some measure of success but they are time consuming and costly, and overall progress is too slow. A financial incentive, we feel, can bring unserved areas into regional libraries; an extension of service can then be offered from the existing base of service.

- The provision of library service to individuals living in sparsely settled areas covering hundreds of square miles is costly. It also is desperately needed. Funds should be allocated so that rural areas not only can provide service but also can pay their way into a regional library group which in some cases may contain urban areas as well.

- Finally, in the development of larger units of service, it seems to use that cognizance should be taken of the complications and costs that arise when more than one political subdivision is involved. Funds should be provided as an incentive to libraries to form these units despite the burdens and complicating relationships that develop. Funds could also ease the way in some cases for the relinquishing of local autonomy to a larger unit of service.

With these objectives clearly in mind, we recommend the following plan for providing state aid to libraries:

(1) All libraries will receive state aid equal to 20% of local funds appropriated for library service. The maximum grant to any one library under this provision will be $150,000.

(2) A *mileage grant* equal to $30 per square mile will be given to each county and regional library for the total area of the political subdivisions served.

(3) A $20,000 grant to regional library groups will be made for each political subdivision participating in the program.

To qualify under item 3, a library group must consist of no more than ten political subdivisions (municipalities or counties of more than 5000 people, having libraries or library systems), no more than five of which may be counties. All subdivisions of a participating county are included in this count, whether or not they themselves are participating. Thus each regional library will be limited in its growth to the maximum number of units allowed less those located within its boundaries that are not participating.

Under item 3 each unit in the fourth year of its participation in a regional system must provide sufficient funds from local funding to meet minimum state requirements for local support. This allows for service to be extended to unserved areas in what amounts to a demonstration program and gives those areas providing less than the minimum amount three years to provide the necessary local funding. If then or any time thereafter local support drops below this level, funding to the regional library group under item 3 will be denied and that political subdivision will cease to be a part of the regional group. If local funding to any unit drops below the average of the appropriations of the last three years, state funds for that unit in all three catagories will be denied to its regional library group.

We believe that all political units within a regional library group should be contiguous and the total population within a group at time of formation should not exceed 750,000 persons. It is also our opinion that there should be a provision in the law to the effect that the dollar amounts adopted in the state plan should be reviewed at least once every five years to determine their adequacy.

In an earlier report to the State Library, we recommended a substantial increase in the operating budget of the State Library. In addition, we recommend that a sum equal to 10% (but not less than $500,000) of all state aid to libraries be granted annually to the State Library to provide for the systematic building of bibliographic tools (union catalogs, union lists of serials, etc.), absorb many of the costs associated with inter-library loan, fund coordinated regional plans, and fund the building of a service network. The State Library probably should not use any of this 10% grant for assistance to individual libraries.

The total package here, if fully implemented, would cost approximately $5.5 million annually, given the current level of local funding. For the first year it is estimated that the program would cost approximately $4 million. The program is costly, but in our opinion it is structured to allow library service in Virginia to develop along efficient and productive lines. There is little question that library service in Virginia needs support and in substantial amounts if it is to cope with the responsibility it has to its citizens. We feel this funding plan will accomplish the desired result.

IMPLEMENTING THE PLAN

Funding procedures under 1 and 2 would seem to us reasonably straightforward. Each library files its statement of income and service area and, provided local funding is maintained, funds are disbursed. Under provision 3, there are numerous complicating factors which require on occasion , judgments to be rendered. For regional library groups to be formed or to be enlarged, certain criteria must be met. In addition, a plan of service should be submitted to the State Librarian, who should approve or reject requests in consultation with an advisory committee. A plan might be rejected, for example, if the proposed regional library group would leave a county or two in a pocket unable to join any neighboring regional libraries. For purposes of sound planning and to permit budgeting in advance, funding should be limited to allow only 20 additional units to join regional library groups each year until the growth of regional units subsides.

To demonstrate how the funding program would operate, four examples have been selected presenting varied library situations and how they might fare.

(1) Lonesome Pine Regional

1966-67 local support	42,915	
20% state aid	8,583	
$30/square mile	35,490	
4 political subdivisions	80,000	
Total for present region	$166,988	166,988
If Scott County (currently unserved) were to join the regional library:		
$30/square mile	16,170	
1 political subdivision	20,000	
Total for added county	$36,170	36,170
Total		$203,158

(2) Virginia Beach, Portsmouth, Chesapeake, Norfolk

1966-67 local support	1,041,166
20% state aid	208,232
$30/square mile	20,010
4 political subdivisions	80,000
Total for present region	$1,349,408

(3) Eastern Shore

1966-67 local support	23,686
20% state aid	4,737
$30/square mile	20,880
2 political subdivisions	40,000
Total for present region	$89,303

(4) Albermarle, Charlottesville, Orange

1966-67 local support	160,532	
20% state aid	32,106	
$30/square mile	35,970	
3 political subdivisions	60,000	
Total for present region	$288,608	288,608
If Bushingham and Fluvanna Counties were served:		
$30/square mile	25,740	
2 political subdivisions	40,000	
Total for added counties	65,740	65,740
Total		$354,348

III. ORGANIZATION OF A PUBLIC LIBRARY NETWORK

REGIONAL LIBRARY GROUPS

For some years there has been a trend in the library field to larger units of service. This has taken several forms ranging from merging of library units into regional groups to the creation of library systems. A regional library group is in effect a merged library with a single administrative unit. A cooperative library system is a system in which the individual libraries constitute separate administrative units and services are provided by the system headquarters across geographical boundaries. Library systems often provide an additional layer of administration; they take many different forms too numerous to mention here. In general, they may provide such services as centralized processing, consultant service, interlibrary loan, reference backup, audiovisual collections, and resource building. Systems are costly and a substantial amount of the funds allocated to them goes into overhead. They are, however, often useful in very large states or those having many units of library service, where, because of the geography and the level and type of library development, it is apparently the only way the larger service unit concept can be implemented. In a state with a relatively small number of libraries and with large unserved areas, it is possible to approach the development of services and the larger unit of service by means of regional library groups.

The relative weakness of the overall public library situation in Virginia, once clearly understood, suggests to us certain organizational alternatives which will allow library services to make maximum use of the funds allocated to them. As the result of a careful analysis of the public library situation in Virginia, we have reached the following conclusions regarding organizational structure:

- Development of regional library groups should be encouraged. It is our opinion that they provide the best approach to maximizing the number and quality of library services offered to the citizens of the state.

- A regional library group should be defined as consisting of two or more political subdivisions which agree to form a single administrative unit for the purpose of providing library service to the participating area.

- Library systems in the commonly understood sense should not be formed. We do not recommend the introduction of any unit of administration between operating libraries and the State Library.

- The state should be divided into geographic areas, hereafter referred to as districts, four in number, although no separate administrative unit or service organization should be created. Within a district, librarians could meet monthly, to discuss the needs of the district and the building of collections of interest to the district and to make recommendations to the

Extension Division. One consultant from the Extension Division should be assigned to a district.

- Membership in a regional library group carries with it the obligation to participate fully in an interlibrary loan program and to honor a statewide reciprocal borrower's card. The latter stipulation may be waived for three years. Receipt of funds under categories 1 and 2 in the funding plan is not dependent upon acceptance of the latter provision but funding under 3 requires acceptance of this provision.

- The State Library should offer, among other services, centralized cataloging and possibly ordering and processing, consultant services, an aggressive interlibrary loan program, and planning and funding for the construction and maintenance of bibliographic tools.

- Participation in a regional library group by a political subdivision is voluntary. Regional library groups must submit a plan of service annually for approval by the State Librarian or the State Library Board and an advisory committee.

The heart of the program suggested here is the fact that it calls for the full merging of libraries into larger units. It is conceivable that if the program recommended were substantially implemented thirty or forty public libraries in Virginia would emerge and every citizen within the state would be provided with an adequate public library service. It is not easy to get libraries to merge, but we believe that the level of funding proposed will help to encourage the creation of larger units of service, while at the same time it makes possible an acceptable level of library service to the people of Virginia.

In some ways we appear to differ with the recommendations of the Public Library Development Committee as outlined in its report to the Virginia Library Association, November, 1966. In reality we are not far apart. We both are in agreement that the situation calls for action and that there is a sense of urgency in coping with the problem at hand. Our approach to solving these problems does differ somewhat. Essentially it comes down to our feeling that more can be accomplished by placing the funds in the hands of library agencies serving the public than by putting emphasis on a consulting and coordinating effort.

We do recommend that a coordinating effort and a consulting effort be offered but on a reduced level and covering larger geographical areas. Four districts would be formed and a consultant on the staff of the State Library would be assigned to each. They probably should live in the assigned district and have offices in one of its libraries. Each would act as a coordinator and a consultant and would administer a small budget available from the State Library's portion of the state aid budget to cover the costs involved in the coordinating effort. Some of these costs might be:

- Delivery service as part of the interlibrary loan program.
- Promotion of district-wide services and workshops.
- Teletype operator and interlibrary loan clerk.
- Secretarial assistance.
- Preparation of booklists.

Libraries in each district should be represented on an advisory committee which should meet monthly with the consultant coordinator. Recommendations would be forthcoming at that time not only for services to be offered within the district but also offered on a statewide basis by the State Library. Certainly one of the coordinating tasks within a given district would be to develop an interlibrary loan network within the district and relate it to the State Library.

As larger units of service develop the coordinating effort will be less of a problem than it is at the outset. We believe that the approach we suggest would get consultants into the field better than the present system in which they are all based in Richmond, would make possible a program for the district tailored to its needs, and, finally, would develop a communication linkage between the State Library and libraries in the field. This linkage is rather weak at the present time and it is vital that it be strengthened.

General expenses such as that of travel and the consultant's salary would be part of the regular State Library budget. Communication costs, including those associated with WATS lines and teletype facilities, would be covered either by the State Library budget or perhaps more appropriately under Title III.

No special provision has been made in our plan for the establishment of resource libraries and we feel that none should be made. Even though the burden of interlibrary loan activity may fall more heavily on one library than another, the matching funds provided in the funding plan (item 1) should ease the burden. More importantly, as bibliographic inventory tools are built and subject strengths developed, the state should not find itself tied to a few centers. Effort should be made to spread the load – although this will admittedly be difficult to do at the outset – and each library should be a two-way participant in the program. The state should avoid the funnel concept, for excessive reliance on a few collections will be a restricting influence in the long run and will discourage two-way participation.

Although some individuals will inevitably be dislocated by the mergers, they will not be numerous, because of the relatively weak library structure in Virginia at present. In addition, the dislocations will be more than offset by comparable new opportunities, and the library network that we envision will provide greater possibilities for advancement than does the present structure.

It would be easy for us to recommend formation of cooperative library systems instead of regional mergers, and there was a temptation to do so. However, we feel the state of public library service in Virginia does not warrant the establishment of systems as one usually thinks of them. In a state the size of Virginia, the services normally offered by systems can frequently be provided more effectively at the state level. Equally important, a library system providing essential services to libraries on a minimal basis costs at least 50¢ per capita and more nearly 75¢ per capita to operate. This could mean a cost of close to $3 million without appreciable additions to the staffs or collections of individual libraries. Our recommendation is that there be many large units of service – either regional library groups or municipal libraries, or a blending of the latter into the former where practical, and that a single library system exist, operated by the State Library.

ROLE OF THE EXTENSION DIVISION

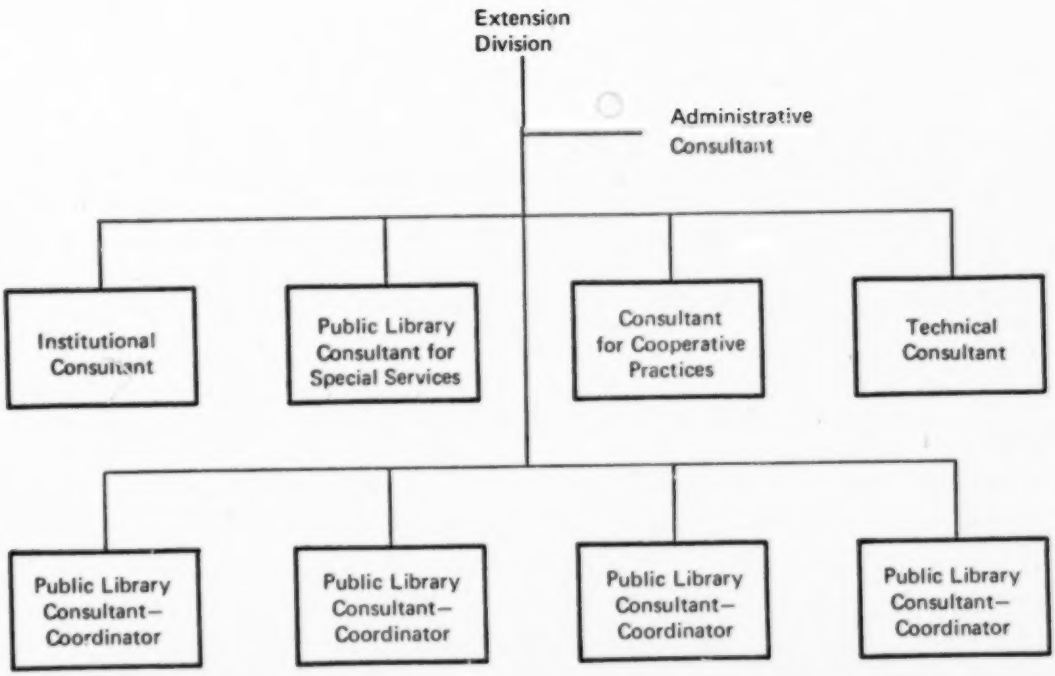
The Extension Division is an integral and vital part of library service on the state level; we recommend a major shift in its policy and staffing. A plan for reorganizing the State Library was presented to the State Librarian in an informal report dated May 1968. We are including here, with some revisions, a portion of the plan which pertains to the Extension Division.

With a staff and organization pattern as diagrammed on the next page, programs could be developed for interlibrary cooperation, for service to institutions, and for service to public libraries. This could be done through visits and workshops and with some participation of Extension Division staff in programs sponsored by the local libraries. A basic recommendation was to have the Extension Division a major service unit within the State Library and to develop an active program of library service to and with all libraries in Virginia, not only public libraries.

In order to meet these demands and provide new services which are expected under federal aid programs, the Extension Division should have the staffing pattern as outlined in the organization chart below. A brief description of the positions recommended follows:

- The position of institutional consultant under Title IVa should be established. This individual would be responsible for developing resources in the institutions, conducting in-service training programs, preparing programs utilizing audiovisual material, easy-to-read (large print) materials, and new individual instructional materials.

- The position of consultant for cooperative practices should be established to be responsible for establishing and developing the library network among all types of libraries. This position would be funded under Title III. Relations with schools, elementary and secondary, are



becoming vitally important and would be covered here as would development of service plans and the cooperative building of resources.

- A position of general public library consultant for special services should be created. The librarian occupying this position will be responsible for the following:

  – Providing consultant services on public relations.
  – Developing statewide recruitment programs.
  – Developing personnel policies for libraries when requested.
  – Administering the scholarship and certification programs.

- The position of technical consultant should be established to deal with problems relating to the use of microforms, use of the computer in library programs, use of equipment in all programs including audiovisual, the bookmobile, charging systems, library furniture, and communication equipment.

- Four consultant-coordinators should be assigned, one to a district, with the following responsibilities:

- Providing consultant services to the libraries in the district.
- Coordinating planning.
- Administering a budget designated for service within the district.

- A position of administrative consultant should also be established. This individual would prepare federal programs, coordinate book selection by member libraries (federal funds), prepare book lists, and generally assist the head of the Extension Division.

Our recommendations for new positions for this division may seem excessive, but in fact are not. We look for dramatic growth in the scope and quantity of service from the Extension Division. It seems necessary – and inevitable!

Our further recommendations regarding the Extension Division are as follows:

- All book ordering, cataloging and processing should be transferred to the General Library. This should occur regardless of whether centralized processing becomes a reality for the State Library.

- A program of workshops should be instituted and more professional time spent in advising local libraries on resource building and staff recruitment.

- It should be the responsibility of the Extension Division to prepare the service portion of all federal programs. This would be done in conjunction with advice from the administrative assistant in the area of finances, forms, etc., and with the cognizance of the State Librarian.

- Personnel in the Extension Division located at Richmond will be responsible for:

  - Providing administration for consultants at Richmond and in the field.

  - Providing specialized consultant services.

  - Assessing statewide needs of libraries.

  - Building bibliographical tools, audiovisual circuits, subject collections, and book lists.

  - Conducting publicity and recruitment.

The positions of public library consultant-coordinators require more description in this report. We envision these positions being filled by individuals with a minimum of five years' practical experience in at least two different public library situations. It needs to be pointed out that they should be mature, capable, and imaginative, able to inspire confidence and able to work with many different personalities.

We recommend that each consultant be responsible for one of the four coordinated districts of library service. The consultants would live in their respective districts and would spend approximately two days a month at the State Library. Each consultant would be responsible for coordinating activities in his district and arranging for local and regional publicity, a delivery system if required, and the preparation of regional bibliographical tools. He would also participate in the distribution of funds within the district, not only to individual public libraries, but also to Title III programs.

Our aim is to provide a coordinated library approach to service with minimum administration costs. At the same time, we recognize the need for greater direct contact with the State Library and feel that consultants living in the areas they serve can develop useful liaisons with the State Library.

IV. STATEWIDE SERVICES OF THE LIBRARY NETWORK

INTERLIBRARY LOAN

The Virginia State Library receives and honors interlibrary loan requests, not only from public libraries, but also from school, academic, and special libraries. The individual librarian can decide whether to request the title from a neighboring library, from the State Library, or from an academic or special library. However, there is no pattern of service from a small library to a larger library and on to the State Library and then to academic or special libraries. A request received at the State Library is filled as a rule on the same day it is received if the volume is available. If the title is not in the State Library's collection, there is no established routine for referring the request to another library, nor are there bibliographical tools to aid in the location of it in a local library. Even though the book is in print, there is no routine established for ordering the title to fill a local interlibrary loan request.

In order to eliminate some of the clerical operations involved in handling interlibrary loan requests at the State Library, several recommendations were made in an informal report to the State Librarian. These included the use of printed forms for requests with the name of the requesting library printed on them; the use of printed mailing labels similar to the ones now being used for mailing films; and the use of the original request form as the charging record at the State Library.

Interlibrary loan requests should be handled in a much more simplified manner than is currently the procedure. A multicopy request form should be developed and sent to all participating libraries. They should be requested to fill in the bibliographical information and to stamp or write in the name and address of their library. When received at the State Library, these forms should then be given to a library assistant for checking in the public catalog. Only those which present problems should be turned over to the reference librarians for checking. The titles listed in the catalog should have the call numbers put on the request slips. The slips should be sent to the stacks and returned in the book or with a check in the appropriate spot to indicate the volume was not on the shelf. If the volume is being sent, the first copy should be kept at the Virginia State Library for its records, the second should be left in the book and sent back to the requesting library.

The Interlibrary Loan Committee of the ALA Reference Services Division has proposed a code, or set of principles, for interlibrary loan, which we think deserves consideration by the Virginia State Library. It has also developed a form for interlibrary loan requests which may be unnecessarily complicated for Virginia's purposes.* We have reprinted below a simpler form (three parts; no carbon required) that has been found useful by one library system.

*The code and the form are described in *Special Libraries,* Vol. 59, September 1968, pp. 528-531.

THIS IS A 3 PART NCR SNAP-OUT SET
MANUFACTURED BY: APCO STATIONERS & PRINTERS

Library _____ Date _____

Substitute Acceptable _____ Deadline _____

Author _____

Title _____

Subject _____

Level: Adult Juv. H. S. College

Basic _____ Advanced _____

Reader's Name _____

Address: _____

Remarks _____

Approved by _____

Mailing labels printed with the name and address of each public library in the state should be used. This could begin immediately, as printed labels are already available in the film section for many libraries.

In order to improve the interlibrary loan service, consideration should be given to the use of library assistants or clerks in the first checking of the catalog and the handling of routine requests; to the development of a procedure for forwarding requests on a regular basis to academic or special libraries and even to other public libraries; and to the consideration of titles that are not now in the collection but should or could be purchased.

We examined the interlibrary loan requests received in 1967 at the State Library from a limited number of libraries. The historical or research-oriented material, except in science, was often available at the State Library. Some of the titles noted which were not in the State Library's collection but probably are in the larger public libraries included:

Mumford, Lewis, *Plight of the American Cities*
Hoffer, Eric, *Passionate State of Mind*
Runbeck, Margaret, *The Great Answer*
Horgan, Paul, *Centuries of the Santa Fe*
Wilson, Dorothy C., *Herdsman*
Donleavey, H.P., *The Ginger Man*

Others could be listed but these titles are typical of the general reading material – sometimes ephemeral – which is undoubtedly available in some library. The question is, which library and how does the reader find it?

We believe the Virginia State Library has a responsibility not only to provide materials for the public libraries but also to serve as a clearinghouse to locate material in the state. We recognize that to provide this type of service without a union catalog is difficult but not impossible. For example, agreements could be reached with the university libraries in the state to supply material in certain subject areas to public libraries on request from the State Library. Further, many members of the staff of the Virginia State Library have a working knowledge of one or more libraries in the state which could serve as another source of information. In addition, in many other states it has been discovered that the out-of-print ephemeral material is frequently available in very small libraries.

Interlibrary loan is a two-way street. The Virginia State Library receives many more requests than most other libraries in the state. We believe many of the public libraries would be willing to loan to other libraries, if the requests were sent to them. Therefore, we also recommend a system of referrals from a small library to a county to a regional to the State Library. In other words, some of the requests for popular titles, both current and retrospective, could be filled by intermediate libraries rather than going directly to the State Library as they appear to do now.

A network of library service is definitely in order, with the State Library acting as a switching station, a locator of materials and a high-level general resource library. To support its role as a resource center, the State Library should assist the development of subject centers within the state. There is an expanding role for the State Library. Its collection must broaden – coverage is now uneven – and the depth will depend on development of a useful network within the Commonwealth.

An efficient communication network can expedite the processing of inter-library loan requests. The smaller libraries can request titles from the nearest library having a teletype. This library will contact other public libraries and when feasible the State Library. The State Library in turn should have the facilities and the organization to contact such institutions as the University of Virginia, Virginia Polytechnical Institute, and the like, as well as special libraries. Coordination of State Library activities with those of other institutions should be developed under Title III of LSCA.

TWX machines have been installed in the following twelve libraries:

Virginia State Library
Eastern Shore at Accomac
Arlington County
Charlottesville Public Library
Walter Cecil Rawls Library and Museum, Courtland
Fairfax County Public Library
Rockingham Public Library
Martinsville Public Library
Norfolk Public Library

Richmond Public Library
Roanoke Public Library
Lonesome Pine Regional Library, Wise

A pattern of service should be developed around these TWX centers for interlibrary loan requests. Using TWX as a location device will be expensive, we know, but it can serve as an intermediate step while the needed bibliographical tools are produced.

Concern has been expressed because there appears to be no follow-through process in locating titles for interlibrary loan at the state level. As a result some libraries have discovered they can request titles from other libraries, expecially academic institutions and in some cases, other public libraries. This means, according to the answers on our questionnaire, that the most active interlibrary loan program exists in the northern section of the state, the area frequently considered in the District of Columbia metropolitan area. The libraries most frequently used to fill requests were listed as the Virginia State Library, the University of Virginia, the Virginia Polytechnical Institute, Duke University, the Library of Congress, the Fairfax County Public Library, and the Norfolk Public Library. The libraries which most frequently requested material were the Fairfax County Public Library, the Arlington Public Library, the Alexandria Library, the Falls Church Public Library, and Hampton Institute.

A favorable climate for interlibrary loan is evident from the responses to the item in our questionnaire on who is included in the responding library's interlibrary loan program.

ILL User	Number of Libraries
High school students	51
College students	54
Graduate students	49
Elementary school students	20
Businessmen	53
Adult readers	65
Teachers	1

With 51 libraries reporting that high school students participate in interlibrary loan out of 81 libraries returning the questionnaire, the proportion in Virginia is higher than in most other states of which we are aware. If interlibrary loans are utilized by librarians as a means of obtaining books and information for patrons of all ages and backgrounds, then the development of an extensive program will be a natural outgrowth of library service in all geographic areas.

REFERENCE

Along with an interlibrary loan network, a reference service network should be established using the same communications channels. This would provide the small libraries with access not only to large collections of materials but also to librarians trained and experienced in finding information. It cannot be implied too strongly or stated too often that an individual's residence should not stringently limit his access to materials which his local library cannot possess or to information which he needs for his daily endeavors or his recreational or creative interests. The interlibrary loan and reference service should be interrelated programs. It is expected that because of the broad funding policies under the state program, local libraries will be willing to assist one another without the establishment of resource centers. With the growth of regional library groups, subject centers, and bibliographical tools, the service patterns in a few years will be sufficiently broad to bypass the resource center concept. Meanwhile, we believe that the load on the few libraries that might feel pressure is light enough to be alleviated by the increase in funding.

The State Library's administration has not to date been convinced that the development of union catalogs and other bibliographical tools would justify their costs in a comparatively short period of time. This position has until now been sound, but with the changes in production, the use of automation, and the development of the MARC II tapes by the Library of Congress, should be reexamined.

Answers to our questionnaire and personal observation by the case team indicate that there is no overall program for follow-through on informational requests. Among individual libraries, 39 reported that they do not have a policy for following through on unanswered questions; 34 said they do have. The Virginia State Library has not had an aggressive program to provide answers to libraries nor have any of the larger libraries to smaller ones. Small libraries are faced with the problem of cost, and the inaugration of an overall program has been almost precluded by the demands of the Extension Division staff demonstration programs. This is an area of service in which the General Library Division should participate cooperatively with the Extension Division. Workshops on reference techniques, new reference tools and services, and the development of programs can be most effective if some of the librarians actively involved in reference service participate.

REFERENCE SEARCH

Date:

Question in detail:

Name of Patron

Telephone No:

Sources consulted:

Answer found in:

Searched by:

No answer given with approval of:

Patron notified:

We recommend as an important addition to the reference program the building of a file on reference searches. This would include unanswered as well as answered questions and would be used by the Extension Division as a guide

to the building of collections, a training device for new staff, and an evaluation tool for both the collection and the staff's use of the collection. Obviously, a record of this sort will never be kept unless a standard procedure is inaugurated for keeping it. We have reprinted here (reduced to about half size) a form that some libraries have used to record reference questions.

BIBLIOGRAPHICAL TOOLS

If patrons are requesting titles or information not available in the local library or in the State Library, every effort should be made to locate them in other libraries. At the present time, the State Library does not have the staff nor the facilities to locate materials. Union catalogs and union lists of serials must be developed for libraries in Virginia.

A union catalog should locate a title in no more than 10 libraries in Virginia, but more detailed regional catalogs should also be developed. A union list of serials including not only current acquisitions but holdings of discontinued titles should combine in one list the public libraries and the academic and special libraries. Title III provides partial funding for the development of programs for interlibrary cooperation. The form of a union list of serials would be a book catalog or some similar printed form. The union catalog for the Commonwealth would probably best be produced at this time on tapes or disks with a console at the State Library providing access to it and receiving requests through the TWX network. Consoles should eventually be placed in certain other libraries in the state.

We believe that development of a union catalog should proceed in conjunction with establishment of a centralized processing service. We discuss this later in the present chapter, under *Centralized Cataloging and Processing.*

COMMUNICATIONS AND DELIVERY

Before the union catalog is put on tape or disk, some consideration must be given to improved communications. There are areas in Virginia from which a call to the regional library is a toll call for a member library, and for most of the libraries it is a toll call to the State Library in Richmond. On the limited budgets that so many of these libraries have, they must think twice before calling for assistance and for interlibrary loan. Telephone communications must be improved in such a manner that the individual library does not have to pay for each and every call to another library or to the State Library. The Virginia State Library should investigate the establishment of an IN-WATS line for libraries to use instead of the TWX when they want guidance or answers to policy questions.

It is interesting to note that 42 libraries would like delivery service from the State Library to the regional library and that only 13 libraries do not want this service. Thirty-four libraries would like delivery service from the regional library to the local library. The frequency of delivery service to the local library varied as follows:

Daily	13
Twice a week	10
Three times a week	3
Less often	19

In our talks with librarians, a number of them commented on the excellent mail service they receive from the State Library. They felt that as the TWX became operational, time would be saved because the original mailing of the request could be eliminated. The real value in a delivery service would be in the distribution of printed lists, equipment, and films and other audiovisual materials, as framed paintings, slides, filmstrips, and the like. In line with this, if films can be requested by TWX, perhaps the required three weeks request time now in force can be cut to two weeks.

DEVELOPMENT OF LIBRARY COLLECTIONS

Once a communications network is developed and facilities are available for locating material, the interlibrary loan and reference network is ready to operate, but facilities must be organized to develop collections which can be used. The Virginia State Library's collection is strong in history and literature from an historical perspective. It is weak in science, business technology, and contemporary fiction. It is receiving more and more requests for materials in the fields of education, social problems, and current literary criticism. It cannot hope to fill all these requests and continue to develop a research-oriented collection. Responsibility for current materials in certain areas must rest with the local or regional library. The responsibility of the Virginia State Library in building its book collection must be clearly defined and understood by libraries in Virginia. Approximately 30,000 titles are currently being published each year in the United States. Regional library groups, if funded according to our plan, should be responsible for purchasing 10,000–12,000 titles each year, with the State Library responsible for another 10,000–12,000 titles. This would mean that approximately 22,000–28,000 titles would be available in the library system.

Subject Collections

One of the major weaknesses of libraries in Virginia is the comparative newness of most collections. Location of books with imprints earlier than 1940 or even 1945 presents a challenge, especially with the lack of bibliographical tools. In our questionnaire we asked, "Is there any subject(s) in which your collection has great depth?" The classifications used by respondents varied because no checklist was supplied with the question. The following subjects were listed by more than one library:

Virginiana	7	Financial services	2
Genealogy	7	Management	2
Art	5	Civil War	2
Local history	6		

Other subjects listed include:

General reference	Theology
Literature	Cookery
Music	Biography
History	Business and technical
Americans	Religion
Rare newspapers	Modern fiction
Patrick Henry	

It is quite possible that the above subjects could be used as a guide in locating books until the publication of some bibliographical tools.

Thirty-two libraries signified interest in a cooperative subject acquisition program. Their fields of interest are:

Virginiana	History
English and American literature	Spanish
Business and industry	Useful arts or fine arts
Local history	Patrick Henry
Dewey 300's and 600's	Genealogy
Norfolk and Virginia history	English literature
Biography	Drama and theater
Business and technology	Wythe County, history
Reference	Antiques and decorative arts
Modern creative literature	Juvenile books
Poetry	Architecture
Art	Theology
Social and political commentary	Education
Arms and armor	Furniture
Aerospace technology	Civil War
Military history	Covington, Allegheny, Bath
Music	counties (paper and iron)

We feel that there is considerable merit in developing subject collections within the state. Public libraries, because of budget constraints and the immediate needs of their public, tend to build collections which resemble one another. Book selection guides and book lists, while extremely useful, lead to a similarity in collections. When one thinks of a collection,

with the community it is intended to serve, as an independent entity, this is perfectly justifiable. However, regardless of size, few libraries do not feel the need to turn to other collections for materials not in their own collections. Because of this similarity in depth, subject coverage within an area such as a state is sorely limited. It would be relatively inexpensive to add the 15,000–20,000 pertinent nonfiction titles published annually by placing them in twenty or thirty subject centers located in the state. To aid in the book selection process, a plan should be instituted whereby subject center libraries get review copies of books in their subject areas.

The added titles would be grouped by subject and sent by the State Library to the subject centers, where they would be incorporated in the basic collections. A plan for the designation of centers should be developed by the librarians of the state in consultation with the head of the Extension Division. Once a library has been chosen as a subject center and made responsible for, say, poetry, this library would expect to receive most of the titles published in a given year on poetry. Many of its titles would, of course, also be in the collections of most other libraries, but this library would have in addition the unusual or specialized titles not in general demand. It would be expected that a position as a subject center would be a long-term assignment and the library would assume responsibility for assessing the adequacy of its collection. All items would be available under interlibrary loan. Since these items would be cataloged and processed at the State Library, the accession information would automatically be available for building the union catalog. This material would be superimposed on the local collection and would be paid for by the state. It would in no way reflect on the titles acquired for the State Library collection. Eventually the State Library will become more of a last-resort source as collections are built in the field and a majority of requests for material are answered in the field.

An acceptable, but from our viewpoint less desirable, alternative to the development of subject centers would be to automatically place this material at the State Library instead of in the various libraries. The important consideration is that the material be added to the statewide resource inventory and that it be available to the patron either directly or through interlibrary loan. However, subject centers have the advantage that they give libraries around the state a sense of involvement in the program. They also make it possible to some extent to respond to localized demand for certain materials. Finally, they relieve the State Library of trying to find space in Richmond for a vastly increased and rapidly growing collection.

Less desirable, and from our point of view unacceptable, would be to concentrate this material in two, three, or four major public libraries. This we feel would tend to place added and not always measurable burdens on institutions which will for other reasons be called upon to assume substantial responsibility for the effectiveness of the network.

Our reason for offering the State Library as an alternative to the subject centers is that a special collection at the State Library would be much easier to organize. Individual libraries may not wish to assume responsibility as subject centers, and problems of space and staff turnover offer problems in readjustment and continuous education. For the most part,

though, we feel that these problems can be resolved and that the difficulties of subject centers are more than offset by their advantages.

Specialized Research Material

There is need for certain kinds of research material to backstop the network. A substantial amount of the current information required in business and in science and technology, as well as other fields too numerous to mention, is provided by periodicals. We recommend that possibly $10,000 be spent annually to extend the existing file of periodicals available on microfilm at the State Library. Back files of the past ten years of desired periodicals would be in order; such back files would probably be completed in about five years. Printouts would be available from the State Library, and reels could occasionally be loaned to libraries possessing microfilm readers.

The State Library should seek to participate fully in the activities of COG, a system of libraries including a few in Virginia forming a metropolitan Washington, D.C., complex. Many of the resources available in Washington, D.C., cannot of course be located elsewhere, and as a total complex of information it has few rivals.

The State Library should develop pipelines into the State Technical Services Program, and into NASA referral centers and other banks of information now being developed by industry and made available in most cases on a subscription basis. Sophisticated literature searches could then be included in the services available through the State Library to libraries in Virginia.

CENTRALIZED CATALOGING AND PROCESSING

On the basis of response to questionnaires, there seems to be substantial interest in statewide centralized processing. Forty-one of those contacted believed that it should be offered as opposed to 26 who did not. (A number of individuals did not answer this question or said they had no opinion at this time.) Seventy of the respondents catalog and process books in their own library, five use commercial firms, and ten have the service performed by another library. It is our personal belief that this service in *some* forms should be offered on a statewide basis to the libraries of Virginia. The lack of professional staff, the inordinate amount of time spent on behind-the-scenes activities, some of them imperfectly done, and the fact that centralized processing ties together rather nicely with the effort required to build bibliographic inventory tools are arguments we posed in support of our recommendation. There is a period of transition involved at present in being able to clearly view the role of centralized processing operations in a variety of situations. It is clear that the success of MARC tapes will have an impact on how services will be offered. Commercial processing firms, as well as libraries, will have access to these tapes, and this must be considered in planning.

In our opinion the State Library is clearly the agency which should be responsible for offering centralized processing or any part of it on a statewide basis. As recommended in an internal management study of the State Library, it was recently concluded this responsibility should not be vested in the Extension Division but either in the General Library or the new administrative unit about to be created.

Our recommendation is that:

- The State Library should develop one ordering, cataloging, and processing operation for its own library.
- This operation should be mechanized using the computer, MARC tapes, etc.
- At the outset the State Library should offer a full ordering, cataloging, and processing service for the current materials to a limited number of libraries.
- The center should provide cataloging, using MARC tape printouts, to any library requesting it.
- A second phase should include other libraries wishing to use the processing service.
- Included within this second phase should be the development of a procedure by which a union catalog can be built. Items purchased by this agency would automatically be stored in a union catalog file, on disk, requests for cataloging only off MARC tapes would provide another input device, and finally libraries, possibly by sending in a catalog card or an order slip, can provide the center information concerning additional accessions or withdrawals.
- The State Library should offer full processing or just cataloging to member libraries at the actual cost to the State Library.
- The State Library should investigate the possibility of utilizing commercial processing firms to supplement its processing effort.

It is our feeling that a union catalog can best and least expensively be prepared if it is closely affiliated with a centralized processing effort. It is possible to use the same input twice, and from a cost viewpoint this is quite important. Also, a segment of the union catalog can be built automatically by capturing input to the processing center.

We feel that centralized processing should be offered but that many libraries will wish to utilize cataloging services only. This service would provide a set of catalog cards, book jackets, and a book card for titles contained on MARC tape. This will limit the ordering

and processing load on the central agency. Libraries requesting this type of service only would order, receive, and process books themselves, forwarding copies or orders to the State Library and receiving in return the cards and jackets.

A detailed study including development of a computer program and the design of the union catalog files and of operating procedures for working with MARC tapes, ordering, reporting, processing, billing, maintaining receivable files, etc., should be undertaken before centralized cataloging and processing are offered.

OTHER SERVICES

Already pointed out has been the need for reference service, consultants and workshops, interlibrary loan, a union catalog, cataloging and processing, and a communications network as services provided by the Virginia State Library. Other services which librarians mentioned in answering our questionnaire were publicity releases, art work, model staff manuals, traveling exhibits, special-subject books, slides, records, state publications, and of course leadership and funds. Some of the suggestions were repeated as activities in which regional libraries should engage, for example, processing, interlibrary loan, consultants, training programs, messenger service, a newsletter, display work, a film center, audiovisual material, book repairs, resource materials, telephone reference service, pictures, TWX, a regional borrower's card, book selection, a union catalog, and professional storyteller. It is obvious there is a great deal of overlap but at the same time it becomes quite evident that there is need for the services which have already been discussed as well as for others. Two additional services are worth brief discussion here: provision of audiovisual materials at the district or regional level and recognition of district or statewide recipocal borrowing privileges.

Each of the regional libraries should have some audiovisual materials, and consideration should be given to having some duplicate prints of films from the Virginia State Library collection deposited in certain regions. Film circuits in each of the four districts would make films available on a rotating basis to libraries in the district and might release some of the time pressure currently being experienced by many libraries and their patrons.

Reciprocal borrowing by individuals in given districts or on a statewide level would result in greater use of materials. A library card for a statewide operation should be instituted once a coordinated network of libraries is in operation. Granted that there are procedures which would need to be worked out and adjustments that would have to be made in existing routines to accommodate reciprocal borrowing arrangements, we do not believe the difficulties are insurmountable. Indeed, regional borrowing privileges now exist in other states. Virginia, as it inaugurates a new program for public library service, should incorporate the mechanics for a statewide borrower's card.

V. FURTHER RECOMMENDATIONS

LIBRARY EDUCATION

Our questionnaire included a question as to whether or not an accredited library school should be located in Virginia. Responses to this question more than any other overwhelmingly indicated need. Sixty-seven said yes, there should be a library school and only nine were not in favor.

In our discussions with librarians we heard both views most ably presented. Considerations in favor of it include the further development of a professional climate, the need to provide professional training for many individuals, probably on a part-time basis, and the need to produce librarians who will work in Virginia. Those against it point to the location of two accredited library schools in the Washington area, Catholic University of America and the University of Maryland, and to the south, the University of North Carolina. They fear that in the process of staffing a library school the best local librarians will be sought for faculty positions, creating even more of a problem for local libraries, public and academic, especially. They also believe in this instance it is better to be without a library school than to have one which is not accredited and that the funds used to develop such a school could be more effectively used for library service.

The insititution most frequently mentioned as the one place a library education program could be organized is the new Commonwealth University in Richmond. As this institution is studying new programs and the means of inaugurating them, it is imperative that a committee of the Virginia Library Association begin soon to investigate with the University's administration the possibility of a graduate library school.

- We would support the establishment of an accredited library school in Virginia.
- We would encourage the participation of the Virginia State Library and Virginia Library Association in the formulation of philosophy and goals for such a school.
- We believe that support of an accredited library school must be more than verbal, it should also include the sharing of professional experiences and abilities, as well as an active program for recruiting students.

At the same time, serious consideration should be given to the advisability of establishing library technician courses at some of the community colleges. This question was not included in the questionnaire but it came to our attention as we visited librarians. The shortage of personnel and the increased demands being made for services are evident in

libraries throughout the country. On-the-job training is a continuing operation at all levels of library service. It is the belief of many librarians that a common fund of knowledge is basic for all who work in libraries and that many routines can be used in most libraries with little or no adaptation. It also might provide the impetus needed to have more uniformity in library practices and routines.

Again, librarians must be willing to serve as advisors as library technician programs are investigated and later established. They cannot simply decide in advance that these programs will produce a lower level of professionals, but they must institute safeguards in the programs themselves as well as in the libraries to make sure graduates of these programs are not considered substitutes for professionally trained librarians. Graduates of these programs should be able to handle all routine clerical procedures such as those pertaining to circulation, processing, and the care and maintenance of audiovisual collections. They should also be able to supplement or complement the professional staff in certain bibliographical and public relations activities, for example, preparing displays, checking for correct bibliographical information, proofreading, and the like.

The decision to support these programs must be made at the beginning so that librarians will be active participants in their planning. To have these programs develop without the participation of librarians would be a major catastrophe for library service at all levels.

Another type of library education program can be used at this time to bring practicing librarians up to date on the latest techniques, new services, and background for current practices. Workshops or presentations on such special subjects should be held for professionals and all other library employees. They must be well planned and organized, either on a statewide level or within a geographic region. They should be conducted by the best subject specialists available, whether or not these are librarians. Librarians on the state and local level should also participate when appropriate.

THE VIRGINIA LIBRARY ASSOCIATION

The Virginia Library Association, its committees, and its members should be encouraged to participate in the development of statewide library policy. It must be granted that individuals will frequently propose ideas, programs, or services which will be of great benefit to their institution but of lesser or no benefit to other institutions. This is a minor factor, given the system of checks and balances which is already in existence. The case team has met with the Development Committee of the Virginia Library Association and found its members to be most knowledgeable about public library services and programs in Virginia. The role of the State Library could be infinitely more effective with the active support of this group. The Association and its members will not support the State Library unless they are informed of its activities, programs, and plans.

Certainly in the matter of disbursement of funds, an explanation and discussion of the decisions of the State Library would aid in the acceptance and understanding of the decisions. Generally speaking, few, if any, of the librarians we talked with are satisfied with the current formula for the disbursement of funds. Libraries receiving most of their funds from the state object to the strings attached which limit the way the funds can be spent; other libraries receiving a good portion of their funds from federal sources are concerned because of the possibility of a cutback in federal funding and the effect it might have. In another section of this report we have discussed funding in detail. We point to it now because the current dissatisfaction is almost universal and we feel if the State Library had sufficient staff for an effective public relations program, some of this dissatisfaction would not be evident at this time.

Our experience with other state libraries and library associations has convinced us that a professional association can contribute in many ways if communication is a two-way operation and that receptiveness to new ideas is conducive to the development of other ideas. Closer working relationships and better funding will develop a stronger team effort. One of the most acceptable means of cooperation from the viewpoint of members of the profession would be to have the Development Committee or some such group work directly with the State Librarian and his staff serving as a sounding board for projected programs and services as well as publicity agents within the association.

An advisory committee should be appointed to advise the State Librarian on the development of the public library program. The President of the Virginia Library Association and the Chairman of the Development Committee should be ex-officio members. Both librarians and lay people should serve on this committee.

THE VIRGINIA STATE LIBRARY BOARD

In our report on the State Library, a recommendation was made in support of the current policy of not having a member of the State Library Board serve more than two terms. At that time no comment was made about the composition of the Board. After visiting libraries and talking with librarians all over the state, we clearly recognize the wide differences in the geographic areas. Rural Virginia can be lovely farm country or a section of Appalachia, while urban Virginia can be the Navy-oriented section comprising Norfolk-Portsmouth and the surrounding area or the Northern Virginia section which is considered a section of the District of Columbia metropolitan area.

Certainly the Board should reflect both the urban and rural orientation of the state but never to the point that one is continually in the minority. When vacancies occur in the Board, the Governor should as a matter of policy contact a wide variety of sources including the Library Association in order to name the best qualified individual to the post.

CERTIFICATION

In this day when all libraries are facing problems in filling professional positions and many libraries are finding college graduates can be trained on the job to fill beginning professional positions, it seems advisable to allow for this in the certification requirements. This could be accomplished by granting a special certificate to college graduates who are working at a library or attending library school on a part-time basis. A single professional position could be filled by two of these individuals in place of one professional. The library would be limited in the number of positions which could be filled in this manner, on the basis of either a percentage of the total professional positions or a flat number in relation to the total staff size. This would enable many libraries to fill vacancies with better qualified individuals and would be in line with the general trend of having library interns or library assistants in the beginning positions.

To a certain extent this is being accomplished at the present time. It tends to occur by default when the supply of librarians fails. We feel that if it occurred by design it might be a more widely desirable avenue to professional development. No change should be instituted, however, which would tend to diminish the mandatory feature of library science degrees for library directors or key professional staff.

OTHER LEGISLATIVE CONSIDERATIONS

A substantial number of individuals indicated concern over a provision in the law which provides that superintendents of schools automatically are appointed to fill one of the trustee slots on regional or county library boards. On the surface there is good reason for this provision. It theoretically enhances the possibility of cooperation between school and public libraries and assures the board of having one professional educator as a member. However, in the struggle for the tax dollar, apparently some superintendents have viewed the public library as a threat to schools; guided by the instinct to have strong schools first, they have been an inhibiting influence on the growth of the public library they represent. Even though this may be a problem here and there, we feel education of these trustees is the answer. The trend toward closer cooperation between school and public library continues and we feel that having imperfect communication is decidedly better than having none at all. We recommend no change.

We do recommend that the Virginia Library Association look into the minimum level of support figure at the local level. We feel that if the State Aid Program that is proposed is adopted, the minimum local support figure should be raised to $1 to commence two years after the passage of the law.

In the informal management report on the State Library and its activities prepared earlier this year, we recommended that the law be changed to allow for interstate library compacts.

Finally, the funding and organizational structure proposed in this report will necessitate changes in some of the present laws regarding library service, as follows:

42-33, State Library primarily a reference library. This should be revised to include a statement describing the State Library as head of a statewide network of libraries.

42-34, Under management of Library Board; membership and chairman. We believe serious consideration should be given to increasing the size of the Board from seven to nine or eleven members. We believe this would allow for greater representation on a geographical basis as well as providing balanced representation from rural and urban areas.

42-24, Grants for development; 42-25, Limitations on such grants; 42-26, Grants to improve standards. All three of these will have to be revised to provide for the funding which has been recommended for the new program of service.

42-28, Standards of eligibility for aid; reports on operation of libraries. New standards will have to be developed which reflect the changes in the program. Reports on operation of libraries should continue to be required, adjusted to meet the program. Employment of certified librarians should continue with exceptions as noted in the present law included in the revised statute.

42-29, Expense of administration. The statute should be revised to show cost of administration is not to exceed 10% of appropriations, but not less than $500,000.

42-30, Procedure for purchase of books and bookmobiles and payment on salaries. This section should either be revised to conform with the new program or, perhaps more appropriately, be revoked and a new statute prepared.

42-2, Contract for library service. This should be revised to provide for outright mergers with representation on the Board of Trustees.

42-5, Establishment of regional library system. This should be revised to emphasize the fact that a regional library group consists of an actual merger of libraries into a single unit.

42-6, Expenses and funds of regional library system. This statute should be revoked and a new statute drawn up to provide for the inclusion of state as well as local funds.

42-7, Withdrawal from regional library contract. This statute should say that withdrawal under the proposed program would mean a cut in state aid for the regional library group. Provision should also be made for requiring the vote or petition to be taken at least six months, and preferably a year, before the actual date of withdrawal.

APPENDIX

QUESTIONNAIRE

Virginia Public Libraries

Name of Library:

Regional headquarters library:

Type of Library:

_____ Regional _____ City

_____ County _____ Town

1. What is the governing authority?

_____ City Manager _____ County Manager

_____ Board of Trustees _____ Other

2. What hours is your library open?

	Winter		Summer	
	Open	Closed	Open	Closed
Monday				
Tuesday				
Wednesday				
Thursday				
Friday				
Saturday				
Sunday				

3. Do you have an annual report available for distribution to the general public?

_____ Yes _____ No

4. How many professional positions are allocated for in your budget?

5. How many professional positions are filled? (Please give figures in full-time equivalents)

6. Do you have a Friends of the Library Group or a similar organization?

_____ Yes _____ No

7. Do you have access to a computer?

_____ Yes _____ No

If YES, what make and model?

8. Number of registered resident borrowers:

9. Number of registered non-resident borrowers:

10. Do you have reciprocal borrowing arrangements for individual patrons with any library or group of libraries?

_____ Yes _____ No

If YES, please name the libraries.

11. How many interlibrary loans were initiated at your library last year?

12. How many of these were filled?

13. Name the three libraries most frequently used to fill your requests.

a. _____

b. _____

c. _____

14. How many interlibrary loan requests were received by your library last year?

15. How many were you able to fill?

16. Name the three libraries which most frequently requested material.

a. _____

b. _____

c. _____

17. Which of the following are included in your interlibrary loan program?

_____ High school students

_____ College students

_____ Graduate students

_____ Elementary school students

_____ Businessmen

_____ Adult readers

18. Does your library own or lease equipment such as:

	How Many
_____ Microfilm reader	_____
_____ Reader printers	_____
_____ Teletype	_____
_____ Recording machines	_____
_____ Photocopy machines	_____
_____ Projectors	_____

19. Does your library have resources in the following areas?

	How Many
_____ Microfilm	_____
_____ Microfiche	_____
_____ Other microforms	_____
_____ Films	_____
_____ Tapes	_____
_____ Pictures	_____

20. Which of the following facilities are available?

_____ Bookmobile

_____ Branches

_____ Meeting room ____ in library

____ in another building

21. Would you be interested in having a delivery system from the State Library to the regional library?

_____ Yes _____ No

22. From the regional library to your library?

_____ Yes _____ No

23. If YES, how often do you feel delivery service should be made to your library?

_____ Daily

_____ Twice a week

_____ Three times a week

_____ Less often

24. What special programs are library sponsored?

_____ Film programs

_____ Discussion groups

_____ Story hours

_____ Book lists

_____ Art exhibits

_____ Other (please specify)

25. Do you at the present time participate in any cooperative programs with other libraries or regions?

_____ Yes _____ No

If YES, describe them briefly or attach description information.

26. Where are your books cataloged and processed?

_____ In your library

_____ Commercial firm

_____ By another library

_____ Other (please specify)

27. How many titles were processed in your library for the last fiscal year?

28. Do you feel centralized processing should be offered as a statewide service?

_____ Yes _____ No

29. Is there any subject(s) in which your collection has great depth?

30. If it were decided to develop a cooperative subject acquisition program, is there any subject area you would like to have your library handle?

_____ Yes _____ No

If YES, please name the area.

31. Do you have a procedure for following through on unanswered reference questions?

_____ Yes _____ No

If YES, please describe the procedure.

32. What services would you like to have provided by the Virginia State Library?

33. What services would you like to have provided by the regional headquarters library?

34. What do you consider to be the most pressing needs in your library?

35. Do you feel there should be an accredited library school in Virginia?

_____ Yes _____ No

36. What do you believe are the <u>three</u> greatest assets of public libraries in Virginia?